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The basic premise of this handbook is that effective bilingual programs can occur only within a school context that is itself effective. A foreword argues that: (1) bilingual education programs must be better integrated into the mainstream of local school district programs, and (2) limited-English proficient (LEP) students should be assigned to more effective schools. The handbook is divided into three main sections. Section 1 outlines effective school characteristics identified by research studies. Section 2 relates the findings of those studies to those schools that have, or are planning to have, a bilingual education program. Section 3 describes how school personnel working at different levels can contribute to the building of local capacity for and commitment to the delivery of bilingual education within effective schools by providing specific program suggestions. References are included. (KH)

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Effective Schooling For Language Minority Students: Research and Practice Related to the Establishment and Maintenance of Effective Bilingual Education Programs

With a Foreword
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FOREWORD

ACADEMIC SUCCESS FOR LEP STUDENTS IN AMERICAN SCHOOLS

PUTTING *EDUCATION* BACK INTO BILINGUAL EDUCATION

by Ramón L. Santiago

Although the situation is far from perfect, linguistic minority students have made significant progress over the past few years. While the critical dropout rate is worrisome, the Department of Education's continued support of bilingual education programs is crucial in helping to improve the situation. Adequate funds must be provided for some of the new programs that Congress included in the new bilingual education amendments, such as developmental bilingual education, family literacy, and special alternative programs. School districts also need to pursue whatever additional programmatic flexibility they see fit without abandoning all the good bilingual education programs that have proven effective over the years.

Although some evaluation reports have turned up discouraging statistics about the effectiveness of bilingual education programs, the Department of Education should examine the findings critically and search for ways to remedy the problems. It also should be noted, however, that a number of research studies sponsored by the Department of Education have produced very encouraging—if preliminary—data suggesting that good bilingual education programs are very successful in teaching English to limited English proficient (LEP) students and in keeping them at grade level.

We all are challenged to judiciously weigh the various kinds of evidence, pro and con, regarding bilingual education, and to remember that no special educational program ever devised could address all the strengths and limitations that minority populations bring to schools. Therefore, we should not expect more from bilingual education than the program can realistically accomplish, since it was not meant to be a panacea.

It is obvious, nevertheless, that there are some critical areas that need to be addressed from the standpoint of improving effectiveness of programs for LEP students. They include the following:

1. **More integration of bilingual education programs into the mainstream of local school district programs.** In the short term, it is important to highlight special programs for special populations—whether they are linguistic, gifted and talented, or handicapped minorities—because special problems deserve special solutions. Ultimately, however, it becomes essential to make the special solution a part of the regular offerings in the district. This could be done in a variety of ways. First, through creative scheduling, special programs would not always have to be held after school or before school, giving students the impression that their program is an appendage that does not fit into the regular scheme of things and depriving them of the free time that "regular" students enjoy.

Second, through assignment of physical space in an equitable manner, bilingual education programs would no longer need to be housed in trailers, cafeterias, auditoriums, or basements; unless other programs also took their turns at sharing these quarters. If there is a space problem, then everyone should share the "wealth."

Third, personnel assigned to specialized language programs should receive fair treatment. A significant number of the professionals who work in bilingual programs are well-trained persons, motivated, committed, and extremely competent. Yet, many instances, they have to work under conditions of insecurity and with low pay and little professional recognition. They report to multiple supervisors but often receive little assistance. These professionals should be put on a tenure track, receive adequate compensation, and be recognized for their merits and talents—which, in many instances, are considerable.

Fourth, through curricular integration, valid special courses would no longer be perceived as placing additional burdens on the students (especially at the junior-high and high-school levels). Rather, they should form a part of the regular load. Just because a course is taught in the student's native language doesn't make it any less valid than a course taught in English. In many schools, for example, students are given credit for working outside of school through cooperative or distributive vocational education programs. LEP students should be able to receive credit for working at improving their language skills.

There are various other ways to achieve curricular integration. A bilingual education teacher from New York City told me that the bilingual course materials were parallel, or identical, to the material taught in the district's all-English classes. Therefore, when students switched languages, the quality of applicability of the subject matter was not adversely affected by the language change. This is curricular integration at its best.

2. **More LEP students assigned to more effective schools.** Recently, I attended a conference in New York City, and the speakers shared with us an impressive list of the attributes of effective schools. Two basic categories of effective schools traits were identified: social organization and instruction. Effective schools had a healthy social organization and were characterized by

- Clear academic and social behavior goals
- Order and discipline
- High expectations
- Teacher efficacy
- Pervasive caring
- Public rewards and incentives
- Administrative leadership
- Community support

Inside the classroom, effective schools exhibited effective instruction and a curriculum with

- High academic learning time (time on task)
- Frequent and monitored homework
- Frequent monitoring of student progress
- Coherently organized curriculum
- Variety of teaching strategies
- Opportunities for student responsibilities

Good bilingual programs strive for just the kind of attributes that make schools effective. Consider two of the items related to social organizations: clear academic and social behavior goals, and order and discipline. Bilingual education is an approach that takes into consideration the **whole** child and that seeks to involve the family in the education of the child. I become extremely agitated when I hear people repeat—parrot-like—the statement that the goal of bilingual education should be to teach English. These same people have only one criterion for judging the success or failure of a bilingual program: Has it taught English? But what about the rest of the package? Shouldn't bilingual education have clear academic goals as well, such as providing children with academic knowledge, concepts, and skills? Why insist on taking the "education" out of bilingual education?

Interestingly, one of the speakers at the effective schools conference, in describing good, effective high schools, listed five outcomes of such high schools as follows:

1. Basic literacy
2. "Value added" or access to academic knowledge-acquisition of concepts in history, art, economics, science
3. Higher order thinking skills
4. Vocational competence-marketable skills
5. Social maturity—how to deal with peers and adults; how to court; notions of civility and character formation.

The speaker asked rhetorically, "If you as a parent were asked what skills you wanted your child to have upon graduating from high school, how many of you would reply, 'basic literacy?'" We all would want much more for our children—higher order thinking skills, value-added academic development, vocational competence, and social maturity. Yet many people, when asked the same question about children in bilingual education programs, unthinkingly settle for just English language proficiency.

In the realms of order, discipline, and community support, bilingual education makes a natural contribution, since it is concerned with parental participation in school affairs and with maintaining and improving the chance for more and better communication between children and their parents. Bilingual education seeks to preserve family values and traditions, many of which are consistent with discipline, love of education, and respect for teachers. Bilingual education promotes respect for understanding and acceptance of what the student brings to school. It contributes to the creation of a "comfort zone" in the school and the classroom for the linguistically and culturally different student. Such a condition ultimately contributes to an atmosphere that is more conducive to learning.

One other characteristic of effective schools is worth mentioning—teacher efficacy, which is related to variety in teaching strategies. Because bilingual education starts from the premise that linguistic minority children have different talents and needs—not only with respect to mainstream children, but also with respect to each other—the personnel working in bilingual education programs are encouraged and trained to match their teaching styles to the learning styles of the students. In bilingual education, the term "diversity" is no mere semantic item; it is an article of faith that guides good bilingual teachers to create the kind of environment that is most likely to succeed in imparting knowledge to nontraditional students.

Those of us who are in the business of educating linguistic minority children realize that the ultimate goal of our efforts must include academic success for these populations. Otherwise we are laboring on behalf of our own interests, or we are grossly misguided.

What can we do for our LEP populations that will contribute to their academic success? First, we need programs staffed with conscientious, sensitive, well-trained teachers, who understand and accept that they may be underpaid and unheralded, but who know that they can have a great influence on the future lives of their students; who honestly believe in racial and cultural tolerance; and who can strive to show their students how to survive **and** succeed in the American mainstream without demanding that they shed their cultural skins . . . in short, teachers who can not only tell a phoneme from a phonograph, but who are also conversant with the many ways in which children learn language—or just plain learn.

Second, we need programs supported by families who feel good about school; who have been properly informed about the pros and cons of the various programmatic options available in the school; who feel good about themselves culturally; who won't fall into the trap of advising their children to sacrifice their identity for the sake of being successful in this land; and who believe that they can be a great asset to their children—both emotionally and educationally—whether they have a first grade or a college education, and whether they are fluent bilinguals or monolingual in their native languages.

I have a special message for administrators. We need to get our act together and begin to police ourselves. What aspects of the criticisms leveled against bilingual education program management are valid and need further examination? Have we failed to have more impact in our jobs by not telling the bilingual education story more effectively; by not convincing board members, school authorities, and parents that bilingual education programs deserve support? What have we done since becoming bilingual education program administrators to improve our skills so that we can manage our problems more effectively?

My purpose in calling attention to bilingual program administrators is not to single them out for blame. I think that they, like building principals, play a key role in the success of programs for LEP students. However, I also know that many program administrators have not received adequate training from their districts or colleges/universities on how to perform their managerial duties successfully.

I have tried to share with you my vision of the kinds of programs, personnel, and atmosphere that are most conducive to academic success for LEP students. It is unfortunate that there is such vehement opposition to bilingual education in some quarters. The raging controversy surrounding bilingual education misses the point when the emphasis is put solely or primarily on learning English. The main function of schools is to **educate,** not just to teach English. If this were not so, the English-speaking students in the United States would have no educational problems. We are not saying that learning English is not important; what we are saying is that the ultimate test of an educational program is not whether it teaches English, but whether it educates.

We seem to have guarantees for teachers and for mainstream students. What we need are some assurances (if not guarantees) that the LEP students we are educating and graduating will stand some chance of succeeding in the real world. My hope is that our efforts will result in students who have a love for learning engendered in the home and supported in school; and who have come to believe that an effective education does represent a way to achieve dignity, respectability, economic well-being, and productivity. If we believe in and act upon the notion of "not English only, but English plus," we will succeed in putting "education" back into bilingual education.

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INTRODUCTION

Currently, in Ohio, nine school districts are implementing bilingual education programs funded, at least in part, with grants received under Title VII of the Elementary and Secondary Education Act. These programs have been established to meet the educational needs of relatively large concentrations of students who come to school as native speakers of a language other than English. Past publications by the Ohio Department of Education *(Guidelines for the Establishment and Implementation of Entry and Exit Criteria for Bilingual Programs* (1983a) and *Strategies for Developing Language Programs for National Origin Minority Students* (1983c) have addressed issues that concern administrators and teachers **directly** involved in special programs for language minority students. We now see a need to enlarge our focus and consider the role of the **entire** school staff in the education of current and future participants in bilingual education programs.

We know that there are many bilingual program administrators and teachers, both in Ohio and across the nation, who have been successful in providing equal educational opportunities to children with special language needs and strengths. However, the benefits derived from the fine efforts of individual program directors and certain classroom teachers may be short-lived if there is no long-term support for both the program and program participants from the entire school community, including parents and local community members.

If all school staff members do not assume responsibility for the education of language minority students, and if the bilingual education component is not an integral part of the overall school plan, students may not receive the quality of services they deserve. For example, lack of coordination between the bilingual program staff and other school personnel in implementing curriculum and instruction may result in differentiation in the expectations teachers have for language minority students. Consequently, "graduates" of bilingual education components may not receive needed follow-up support services once they are mainstreamed into regular classrooms. In addition, a bilingual program that is not fully supported by the entire school and community may be in jeopardy if federal funds are reduced or withdrawn.

Taking into consideration the need for local support of bilingual programs, the United States Congress, through its 1984 amendments to the Bilingual Education Act, has required schools applying for Title VII bilingual education grants **to demonstrate both the capability and the willingness to institutionalize the bilingual education program.** As stated in the most recent legislation:

> An application for a grant for financial assistance for the establishment, operation, and improvement of programs of bilingual education . . . will be approved only if the Secretary determines that the assistance provided under the application will contribute toward building the capacity of the applicant to provide a program on a regular basis . . . and that the applicant will have the resources and commitment to continue the program when assistance under this title is reduced or no longer available. *(Bilingual Education Act as Amended, 1984, Sec. 721 (f)(5).*

Furthermore, the same legislation states that,

> An application for grant . . . shall . . . contain assurances, that after the appreciation has been approved, the applicant will provide for the continuing consultation with, and participation by the committee of parents, teachers, and other interested individuals . . . *(Sec. 721 (e)(3).*

In other words, schools must demonstrate that the educational needs of language minority students are the concern **not only of the bilingual education staff, but also of all other school administrators and teachers, as well as of parents and local community members.**

The purpose of this handbook, then, is to provide information which will be useful to Ohio school district personnel who are interested in **institutionalizing** an effective bilingual program. The information will include descriptions of school systems that have been judged as being especially successful in planning and implementing goal-directed strategies designed to meet the education needs of **all** students within the school.

INTENDED AUDIENCE

A basic premise underlying the approach used in writing this handbook is that a bilingual program needs the support of the entire school staff, not just the program director and bilingual-multicultural teachers. Therefore, the information provided herein is intended to be shared with all the administrators and teaching personnel of school districts either preparing applications for new Title VII grants or implementing continuation projects under the same title. In addition, this document will be useful for bilingual-multicultural personnel who are working in programs not currently funded under Title VII.

ORGANIZATION OF HANDBOOK

The question that will be addressed in this handbook is, "How can a school with a bilingual program build a long-term commitment and capacity to effectively serve the educational needs of language minority children?" Answers will focus on creating effective **schools** having bilingual programs, rather than on creating just effective bilingual education programs. The first section will deal with effective schools' characteristics that have been identified through a series of research studies. In the second section, we will relate the findings of these studies specifically to those schools that have, or are planning to have, a bilingual education program. In the final section, we will describe how school personnel working at different levels can contribute to the building of local capacity for and commitment to the delivery of bilingual education **within effective schools.**

SECTION I

CHARACTERISTICS OF EFFECTIVE SCHOOLS

Why the Concern for Effective Schools?

It has been over 15 years since Congress passed the Bilingual Education Act. As was mentioned in the introduction, many bilingual education programs have been successful in making a positive difference in the educational experience of students whose native language is not English. However, figures indicating educational failure among language minority groups continue to give cause for concern. For example, according to a *Los Angeles Times* article published in *The Columbus Dispatch*, ("Failure rate," 1984), about 45 percent of Mexican-American and Puerto Ricans who enter public high schools never finish. Many of those who do stay in school are judged as low achievers and are confined to the general and vocational tracks in high school. What variables can be identified as the principal cause of these problems? Does failure or low achievement occur because of the students themselves, their home conditions, or their lack of English proficiency? Of course, a student's success or failure in school results from the interplay of a wide variety of variables, some of which even the most "scientific" methods cannot identify. However, there seem to be some indications that **schools** themselves are one of the major contributing factors to a student's success or failure. That is, the school environment often is **not** conducive to high achievement by language minority students. Teachers frequently have low expectations for students whose native language is not English.

In the report *Barriers to Excellence: Our Children at Risk* (Board of Inquiry Project, 1985) a number of indicators that underline the seriousness of the problem of schools' failure to effectively address the educational needs of language minority students were cited.

- Only about one-third of the estimated 2.7 million limited English proficient (LEP) students aged five to fourteen receive any form of special programming responsive to their linguistic needs.
- In 1980, only ten percent of Hispanic children with limited English proficiency were in bilingual programs.
- Nearly 25 percent of all public school teachers in the United States had students with limited English proficiency in their classes in 1980-81; but only 3.2 percent of those teachers said they had the academic preparation or language skills to instruct their LEP students.
- The operating assumption in many schools is that different backgrounds and languages constitute deficits to be corrected, rather than strengths upon which to build. Many administrators and teachers neither understand nor appreciate cultures different from their own. (pp. 16-17)

Is There a Solution?

To minimize the possibility of discrimination against culturally and linguistically different children, the *Barriers to Excellence: Our Children at Risk* report calls for the recognition of the importance of bilingual education as a technique that supports LEP children's academic development. Therefores, it is recommended that the establishment of bilingual education programs be actively promoted by those responsible at the federal, state, and local levels.

Unfortunately, when bilingual education programs are planned for language minority students, often the needs of the students are emphasized and little attention is paid to the needs of the **school itself.** Many times, the bilingual program is established as an entity set apart from the regular school program, and sole responsibility for the educational progress of LEP students is given to the bilingual program staff. It is therefore not surprising that, even in schools with bilingual education programs, a large number of students continue to fail in school or drop out of school, especially after they are mainstreamed.

For this reason, many educators have begun to call for a movement toward reform and excellence throughout education in which concerted efforts are made to set **school-based** goals as well as goals for students. The implication is that students can achieve educational excellence when teachers and administrators work as a team to create an excellent learning environment.

Forunately, there are encouraging signs that a significant number of schools are beginning to set school-based goals as well as student-based goals, and that they have put equity and excellence on their agendas. According to an article in *Time* Magazine (McGrath, 1983), many urban schools are on the cutting edge of reform leading to the raising of higher school standards and expectations for **all** students. The article cited Miami's Edison High School (where 30 percent of the students are Creole-speaking Haitians and 14 percent of the rest of the students are learning English as a second language) as an example of a school that was successful in creating an atmosphere in which all students are given the opportunity to meet high standards. As a result, students' academic performance has improved in several areas.

When efforts are made to create a positive learning environment for language minority students, there can be benefits for majority students also. For example, in Holyoke, Massachusetts, a pilot program in "two-way bilingual education" has successfully increased educational access for LEP students and has provided non-LEP students with the opportunity to learn a second language and experience another culture. (Board of Inquiry Project, 1985).

In summary, we can see that there is a general need for American public schools to make improvements in effectively meeting specific educational goals for all their students. This involves setting **instruction-based** goals as well as student-based goals. There are indications that a growing number of schools already are becoming more effective in creating a setting that provides opportunities for equity and excellence for their student populations. In other words, creating **effective schools** is not only desirable, but feasible. The question now is, "**How** can it be done?"

In the following paragraphs, we will address this question by looking at what current research reveals about the common characteristics of schools that have been judged as being especially effective in establishing both student-based and school-based goals. In Section II, we will suggest how characteristics of **any** effective school apply to schools with bilingual programs.

Results of Studies on Effective Schools

In his review of studies that have compared and contrasted effective and less effective schools in regard to the criterion of school achievement, Edmonds (1979) found that schools judged as being especially effective shared certain common characteristics. Included in the studies that he reviewed were those of inner city schools that most probably served large numbers of language minority students (*Weber, 1971; New York State Office of Education Performance Review, 1974*). In Edmonds' view, the results of the studies he reviewed, together with the results of his own research (*Edmonds et. al., 1978*), support the thesis that "all children are eminently educable, and the behavior of the school is critical in determining the quality of the education" (1979, p. 30). In other words, schools can, and do, make a difference in their students' academic achievement, regardless of the students' family backgrounds, social environment, and socio-economic status. The same reasoning may be applied to the cultural linguistic heritage factor which was not included in Edmond's studies.

Although Edmonds found that schools that had been judged as positively affecting student achievement in basic reading and mathematical skills varied according to management and instructional models, he also found that they all shared certain common features, including the following:

- Strong leadership; that is, school principals gave impetus to the planning and implementation of instructional strategies.
- A climate of expectation in which no children were permitted to fall below minimum levels of achievement;
- An atmosphere that was orderly without being rigid, quiet without being oppressive, and generally conducive to the instructional business at hand;
- Instructional goals that implied that pupil acquisition of basic school skills took precedence over all other school activities; and
- Means by which pupil progress could be frequently monitored.

It is our opinion that the aforementioned characteristics illustrate the results of good management techniques that can be used by any educational institution to achieve any set of goals. Therefore, they can be used by schools that wish to institutionalize a bilingual program.

In the next section, we will present an interpretation of how these and other effective schools characteristics might relate specifically to schools with bilingual education components.

SECTION II

EFFECTIVE SCHOOLS WITH BILINGUAL EDUCATION PROGRAMS

Based on examinations of the effective schools research (including that of Edmonds) and interviews conducted with practitioners in the states of New York and Connecticut, the Ohio Department of Education, Division of Equal Educational Opportunities, published a brochure entitled *Effective Schools Process: ESP Can Help You See the Future* (1981). The brochure identified and described seven factors that were characteristics of effective schools. These seven factors serve as the framework for the following discussion.

1. A Sense of Mission

> Effective schools make a conscious decision to become more effective schools and that is their mission. A collegial decision and commitment is made to assure minimum mastery of basic school skills for all pupils. *(Ohio Department of Education (O.D.E.), 1981).*

As Boyer (1984) states, "A clear and vital mission is the first requirement for school improvement . . . It must be larger than a single class in a single day. It must go beyond keeping students in school and out of trouble, and be more significant than adding up the Carnegie units" (p. 20). **Thus, a school with a bilingual education program should include the language minority students in its mission statement.** The vision of the language minority student should be one that can be shared by all the teachers, administrators, students, parents of the minority language students, and members of the community. The entire school staff will therefore accept responsibility for the education of students who lack proficiency in English, even though each staff member plays a different role in the educational process.

Whether chosen or elected to serve, representatives on the team charged with developing the mission statement should include staff who are familiar with the language minority community and know the community's language, culture, value systems, and parents' educational aspirations for their children.

Goals stated in the mission statement should focus on desired improvement in the school environment as well as desired improvements in students' educational achievement. The persons in charge of creating the mission statement should take into consideration that language minority students most probably come to school with ways of behaving, ways of talking, and ways of looking at things that are different from those of most teachers and other students. Therefore, part of the school's mission statement should be that teachers and administrators will learn to understand and respect these differences. This enables the school to provide an atmosphere where all students feel proud of their previous cultural experiences, and where all students are given the assistance they need to participate competently in classroom activities.

2. Strong Building Leadership

> Effective schools have principals who are, in fact, the instructional leaders of the staff. They are creative, bold, supportive and dedicated to the mission of the school. They are active and involved with all parts of their educational community. (O.D.E., 1981).

Effective schools with bilingual education programs need to have principals who are supportive of language minority children and sensitive to their educational needs as well as their strengths. As an instructional leader, a building principal of a school with a bilingual education component is aware of the goals of bilingual education programs, including the following:

- To avoid retardation of academic progress when the child's English is not adequate;
- To assure that academic achievement of language minority students is adequately monitored;
- To establish a mutually supportive relationship between the home and the school;
- To defend and strengthen the child's self-concept;

- To exploit the career potential of the non-English language;
- To conserve the cultural (including linguistic) heritage of the people (Gaardner, 1973).

As Aguilar (1979) states, the principal, "as a change agent with knowledge of both children and society, must decide how to react to each developing trend; to suspend judgment, support or oppose it." (p. 26)

Other roles of the principals of schools with bilingual education programs are described by Aguilar.

- Select staff members who possess a positive and constructive attitude toward bilingual education and the skills necessary to relate to students, parents, and community members of different cultural backgrounds.
- Provide orientation to bilingual aides.
- Inform the general public about the purposes and procedures of the bilingual program.
- Back budget requests for both the purchase and local development of bilingual instructional materials.
- Promote the establishment of a parent advisory group representing the different sectors of the community.

In summary, Aguilar states that the building principal should never consider a bilingual education program "a mere or temporary addition, but rather an important and integral part of the curriculum that has the full support of the administration." (p. 28). The principal and the bilingual education program director should work as a team in order to provide educational excellence for all students.

3. High Expectations for All Students and Staff

> Effective schools expect teachers to teach and pupils to learn. Standards are high but realistic. No student is allowed to attain less than minimum mastery of the basic skills on the assigned level. The teachers believe they have the ability to provide the required instructional program and that all students can master the basic skills they teach (O.D.E., 1981).

In reviewing the literature on bilingual education capacity-building and in visiting districts that were described as having developed bilingual education capacity, Elizabeth Reisner (1983) and her team found that **successful bilingual education projects had the same expectations for all students, and the general skills were taught in both the bilingual and the all-English curriculum.** Specifically, she identified the following as being characteristics of schools that had effectively institutionalized bilingual education:

- All students were expected to display a serious commitment to learning, a cooperative attitude and good behavior, and regular attendance.
- Students with limited proficiency in English were seen by their teachers as exhibiting the same diversity of individual interests and talents that characterized the rest of the students.
- All students, whether in the bilingual program or not, were expected by their teachers to cover the same material and in approximately the same amount of time.
- The same encouragement and opportunities to excel were given to all students (pp. 12-13).

According to Reisner, the similarities in expectations for all students helped (a) to dispel negative stereotypes about the abilities and characteristics of language minority students, (b) provide encouragement and incentives to all the students, and (c) remind the outside community of the intellectual assets of the language minority students.

Effective schools with bilingual education programs also provide high expectations for the staff. Efforts are made to recruit qualified bilingual education teachers and to improve the bilingual education skills of teachers already providing bilingual instructional services. In addition, **teachers not directly involved in bilingual instruction also are expected to meet high standards. In particular, they should show sensitivity to the learning needs and strengths of language minority students, and know how to address the students' needs and strengths.** Therefore, opportunities for participation in professional courses offered at local universities/colleges and in-service training sessions should be provided for non-bilingual staff. This staff has a key role in reinforcing the instructional objectives taught in the bilingual education classrooms, and they have frequent ongoing contact with the language minority students.

4. Frequent Monitoring of Student Progress

> Effective schools have teachers and principals who are constantly aware of pupil progress in relationship to the instructional objectives. (O.D.E., 1981).

All too often, criterion-referenced, standardized tests of basic reading and math skills are the sole tools employed for assessing student achievement. In addition, in bilingual education programs, lan-

guage minority students' performance on standardized tests of isolated English language skills also is measured. Although performance on standardized tests of basic academic and language skills may be important, it is not the business of the schools simply to prepare students to be good test-takers. In fact, John Goodlad (1983) argues that existing standardized tests measure little more than one of the higher-order academic skills: problem solving. On the other hand, the application of principles of logic, the use of different modes of inquiry, and critical independent thinking that enables one to make judgments and decisions in a variety of roles are not measured by most standardized tests (p. 553).

Emphasis on higher-order cognitive skills, as well as on citizenship and vocational and personal goals, is an important feature of a comprehensive curriculum to promote educational excellence for all students. (See Levine, Levine, and Eubanks (1983) for the kinds of strategies used by unusually effective inner city schools to promote higher-level cognitive and language skills). Monitoring of student progress in schools with bilingual education programs should include measures that allow teachers to make judgments about students' ability to think critically and to use higher-level language skills in both English and the native language. Suggestions for both formal and informal assessment tools that can be used with language minority students can be found in *Guidelines for the Establishment and Implementation of Entry and Exit Criteria for Bilingual Education Programs* (O.D.E., 1983a).

5. A Positive Learning Climate

> Effective schools have an atmosphere that is orderly without being rigid, quiet without being oppresive, and generally conducive to the instructional mission. The climate is warm and responsive, is innovating, and provides a student support system. (O.D.E., 1981).

A basic assumption shared by the staffs of effective schools is that the school environment can, and does, make a difference in students' educational progress. Thus, staff members continually monitor not only individual students' progress, but also the **school's** progress in providing the kind of atmosphere that promotes positive learning experience for each student. Schools that have institutionalized bilingual education programs make special efforts to provide an atmosphere in which language minority students feel respected. They are given opportunities to display their special talents. In addition, all the students, both language minority and English-speaking, are given opportunities to realize the advantage of being in a school where cultural diversity is appreciated.

Reisner (op. cit.), in her study of school systems with bilingual education capacity and commitment, noted that bilingual education classrooms were distributed throughout school buildings rather than being isolated in an area to themselves. This integration of the bilingual education component with the rest of the school appears to have important benefits in terms of encouraging greater interaction between bilingual students and other students, as well as among bilingual staff and other school staff.

6. Sufficient Opportunity for Learning

> Effective schools emphasize more time on task. The more time spent in instruction, the greater the learning that takes place. Implications exist for improved use of time, individualized instruction curriculum content. (O.D.E., 1981).

Although it is important that students spend sufficient time on task, it also is important that the task be meaningful and related to the educational experience of the students. This has special implications for language minority students who might need follow-up services after leaving the bilingual education component. Schools that have successfully integrated the bilingual education component tend to provide follow-up instruction in two ways.

1. A bilingual instructional consultant advises classroom teachers on how to provide supplementary assistance to former participants of the bilingual education component.
2. Bilingual resource teachers provide additional tutoring to former participants of the bilingual education component who have been mainstreamed. (Reisner, op. cit.).

It also should be noted that a school with an effectively integrated bilingual education component provides many opportunities for students from all-English backgrounds to learn a second language. (We already have referred to the two-way bilingual program in Holyoke, Massachusetts as an example of a successful program benefitting both minority and majority language students.) In fact, it has been found that schools that actively recruit all-English students to participate in bilingual instruction often report waiting lists of monolingual students whose parents believe that the program is academically enriching to their children. Although the individual students, both language minority and all-English, were the main beneficiaries of such an integrated program, the schools also gained prestige in their community. (Reisner, op. cit., p. 15).

7. Parent/Community Involvement

> Effective schools have broad support. Parents influence their children in a number of ways: through their expectations for the children, through their own involvement, and through direct instruction. (O.D.E., 1981).

Support from parents and community members is essential for any school that wishes to institutionalize bilingual education instruction. For example, based on site visits across the country, the National Commission on Secondary Education for Hispanics (1984) found that the most successful schools for Hispanics were "those that had strong, enduring links to the community they served and that encouraged, indeed required, that parents become partners in teaching and learning" (p.28). In addition, Reisner (1983, op. cit.) found that "substantial levels of parent involvement had been achieved only where special efforts had been made to bring parents into closer contact with the schools". (p. 34). Reisner and her team identified four steps that were characteristic of these efforts.

1. Opportunities were created for parents to have pleasant, informal contacts with the school and the bilingual education project. Ways in which these opportunities were made possible included the use of home bilingual liaison personnel and the sponsorship of student-centered performances and activities.
2. The community was informed about the benefits of bilingual education. This was accomplished through publicized school events in the local media, open houses and fairs displaying the success of the program.
3. Parents were assisted in providing support at home for bilingual instructional program. Training workshops were held to teach parents how to assist their children with language development at home, and handbooks were developed.
4. Parent capability to participate in project oversight activities was improved. Often, parent groups learned more about bilingual education by participating in state or regional conferences. (For a discussion of strategies for achieving parent/community involvement refer to *A Manual for Encouraging Parent-Community Involvement in Bilingual Education and English as a Second Language Programs*, O.D.E., 1986).

In this section, we have described what we consider to be the desired features of a school that has a bilingual component. We have based our description both on effective schools concepts in general, and on studies of schools that are effective in building capacity and commitment to bilingual education.

In the next section, we will discuss the roles and responsibilities of persons at state, district, and local levels in creating effective schools in which **all** staff members work for the educational progress of **all** students. In addition, we will describe steps that are currently being taken in Ohio to build local capacity and commitment for bilingual education programs within effective schools.

SECTION III

FROM THEORY TO PRACTICE

Our discussion thus far has been guided by the assumption that bilingual education can be an effective strategy for addressing the educational strengths and needs of language minority students. We have suggested that in order for bilingual education programs to have long-term success, they need the support of all the personnel in the schools which serve language minority students. Therefore, we have proposed that our goal should be the creation of **effective** schools where the bilingual education component is an integral part of the overall school plan, and where all school staff take responsibility for the educational progress of the students served by the bilingual programs.

In order to achieve the goal of creating effective schools with bilingual education programs, efforts need to be taken at different levels within the educational system. We have found that in Ohio steps are, in fact, being taken at state, district, and local school building levels toward achieving this goal. In this section we will describe some of those steps. In addition, we will suggest areas that need to be addressed at each level in order to achieve that stated goal.

First, in our discussion of the role of persons working at the state level, we will give an overview of an effective schools model that has been developed through a joint effort of the Ohio Department of Education and Ohio school administrators. We will then give an example of how theory is put into practice by showing how the model is currently being applied at a school where a bilingual education program is being implemented.

Second, because we believe that the successful integration of bilingual education into a school's overall plan can best be achieved in a district that is supportive of the program, we will point out what we consider to be the role of the bilingual education program directors and staff in creating this support. In addition, we will share information on efforts being made in Ohio to build community support for bilingual education, to develop communication and cooperation between bilingual education staff and the local school staff, and to utilize existing community resources in order to help build capacity and commitment for the bilingual education program in the district.

Third, we will suggest ways that building principals and teachers can help make the bilingual education component an integral part of the school's activities and to insure that all the school staff are involved in the planning and implementation process of the school's plan. Then we will review some practical steps that are being taken by personnel at local school levels in Ohio to create an effective school with a bilingual education program.

State Level

We have proposed that bilingual education programs can best serve the educational needs of language minority students in effective schools where **all the staff** have high expectations for **all the students.** Therefore, we see the role of persons working at the state level as not only supporting the establishment of bilingual education programs where feasible, but also as promoting the institutionalization of these programs. One way that state departments of education can contribute to the building of capacity and commitment for bilingual education programs is to actively support and promote the creation and/or the maintenance of effective schools characteristics among all schools in the state, including the schools that have, or plan to have bilingual education components. In the following paragraphs, we will point out steps that have been taken at the state level in Ohio to help schools develop and carry out strategies to provide more effective opportunities for educational excellence for all students.

Steps Taken to Develop an Effective Schools Model in Ohio

Taking into consideration the results of the studies on effective schools which seemed to indicate that schools can and do make a difference in students' educational progress, and that low levels of achievement need not be characteristic of schools, the Ohio Department of Education, Division of Equal Educational Opportunities, began providing technical assistance to schools wishing to develop effective schools programs.

As was mentioned previously, a brochure listing seven factors of effective schools was published. This brochure was disseminated to all Ohio school districts. In order to facilitate schools in their development of strategies to make improvements in instructional effectiveness, the Ohio Academy for School Improvement Strategies (OASIS) was established, and in 1982, the first annual summer academy was offered as a five-day residential experience for practicing school principals.

The Academy featured general sessions with nationally-known speakers and a series of presentations by principals from school districts throughout the State of Ohio. Included among the participants of the Academy were principals of schools implementing bilingual education programs.

Based on feedback from the Academy participants, a publication entitled *The Ohio Building Leadership Model* was developed to help teachers and administrators bridge the gap between effective schools theory and practice.

The model contained the following steps:

1. Form the Principal Led Team (PLT).
2. Develop and conduct a needs assessment.
3. Share needs assessment with total staff.
4. Develop and implement an action plan.
5. Assess and evaluate on an on-going basis.

School districts involved with school improvement plans found the Building Leadership Model to be an effective tool for addressing the needs of **all** students, including, of course, the language minority students. For example, in one school with a bilingual education program, the principal, a participant of the OASIS program, has applied the model as follows:

- An administrative team consisting of school personnel has been formed.
- The administrative team has developed a mission statement, which includes eight basic rules to be followed by **all students and staff.**
- A needs analysis was carried out; based on the needs analysis, an action plan was developed and implemented, focusing on issues relating to discipline and academic objectives.
- The administrative team came to an agreement on a school-wide policy of discipline.
- The principal and teachers worked as a team to develop a "map" of reading and mathematics objectives for each grade. This map, which has been distributed to all parents and teachers, allows for the monitoring of students' academic progress on a continuous basis.
- The next step that the PLT plans to take is to develop a curriculum guide and a set of instructional strategies to be used on a school-wide basis.

Although it is still too early to identify and evaluate all the effects resulting from the initial implementation of this effective schools model, the following benefits have already been noted:

1. Because the mission statement was the result of a team effort, the principal and the teachers share in the goals and responsibilities stated in the document.
2. A belief in the educational potential of all students is being promoted among all the staff.

District Level

The cooperation of bilingual education program directors and staff also is needed to establish and maintain effective schools. Their role not only included being administrators of the instructional aspects of aspects of bilingual education programs but also being "ambassadors" who work with key persons in the district. Specifically, bilingual education program directors and staff members can contribute to the building of district-wide commitment and capacity for bilingual education programs within effective schools by working toward the following goals:

- Establishing district-wide support programs for bilingual education
- Integrating the bilingual education programs into the school's overall plans
- Utilizing available community resources

In speaking with a number of bilingual education program directors throughout the State of Ohio, we have found that efforts are being made to achieve the above goals. In the following paragraphs, we will discuss each of these goals and their relationships to the activities of bilingual education program administrators in Ohio.

Establishing District-wide Support for Bilingual Education Programs

The support of school board members, school superintendents, parents, and other community members is a key factor in the institutionalization of bilingual education programs in effective schools. Each group of persons can demonstrate support for bilingual education programs in different ways.

School boards can show their support by (a) authorizing requests for federal and state grants to provide special programs for language minority students, (b) assuming financial responsibility for program costs not covered by grant monies, and (c) allocating space and equipment for program operation.

School Superintendents can demonstrate their support by (a) including the goals of the bilingual education program in their district-wide operational policies, (b) advertising the success and benefits of the bilingual program, and (c) encouraging building principals to provide an atmosphere where the bilingual education program is considered an integral part of the schools' activities.

Parents and other community members show their support by (a) taking part in activities that cultivate an awareness of and respect for cultural differences within the district, and (b) becoming actively involved in the planning, implementation, and evaluation of the district's bilingual education program's goals.

WORKING TO BUILD SUPPORT

In some Ohio school districts there is a need for bilingual education directors to assist in informing the above-mentioned persons of the potential benefits of bilingual education programs. The following is a list of some of the ways that Ohio bilingual education program administrators promote their programs within the community.

1. Meet with school board members and school superintendents to explain program goals, focusing on the following points:
   - Language minority students have the potential to achieve educational excellence.
   - Specialized programs are needed to help many language minority students to achieve educational excellence.
   - Bilingual education can be an effective approach to serving the language minority students' strengths (communicative and academic skills in their native language) and needs (communicative and academic skills in English).
   - In order to have long term success, bilingual education programs need the support of school policy makers, administrators and community members.
2. Arrange workshops for parents and community members so that they may understand the goals of bilingual education and become involved in the implementation of the program's goals.
3. Train parents and other community members to participate actively in the education of language minority students both inside and outside of the classroom.
4. Make home visits to parents of the language minority students to help make them feel welcomed in their new community.
5. Provide bilingual liaisons to aid in establishing relations between school personnel and parents.
6. Promote respect for all cultures by arranging for events which highlight the benefits of a multicultural community.

TAKING ADVANTAGE OF EXISTING SUPPORT

Bilingual education program directors in some Ohio school districts report that they are fortunate enough to work in communities where local support for bilingual education programs is already very strong. In fact, some Ohio bilingual education programs have a history of involvement that goes back to eight to ten years. Community members have been involved in the initial planning stages and the setting of program goals. These include taking part in open meetings and being involved in core groups charged with specific tasks for establishing and implementing bilingual education programs.

In addition, in some districts, school boards and superintendents have made a commitment to give full support to bilingual education programs in their district. For example, in one district, the superintendent makes a special effort to insure that the activities that take place in schools with bilingual education programs receive sufficient media coverage so that the community is kept aware of the benefits of the program.

In districts where local support for bilingual education is already strong, program directors and staff members have worked hand-in-hand with community members and school district personnel to enhance the bilingual education program. In one school district, parents, and community members, together with bilingual program staff and other school personnel, were instrumental in making the maintenance and enhancement of bilingual education an integral part of the district's desegregation consent decree.

Other ways in which **existing** parent and community support for bilingual education has been used to enhance programs in some Ohio school districts include the following:

- Parents of language minority students are encouraged to actively participate in Parent Teacher Organizations. (PTO's).

Through their participation in PTO's parents take part in school-sponsored events that highlight the heritage of **all** students. For example, in one school district, parents of foreign born students speak at different school buildings and provide information about the customs of their native countries.

- Parents and community members also participate in and help plan district-wide international food festivals and programs in which multicultural art forms are presented.

In one district, parents not only monitor the academic progress of their own children, but also they take part in the evaluation of the progress of the program as a whole.

In another district, community members work on a one-to-one basis with ninth graders in a special support program designed to prevent students from dropping out of school. (After this program had been in effect for one year, the drop-out rate decreased from 17% to 1%.)

Integrating Bilingual Education Programs into Schools' Plans.

In order to integrate the bilingual education programs into the overall school operations, and in order to build capacity and commitment for bilingual education at the building level, bilingual education program administrators need to work closely with local school personnel. By collaborating with the principals and mainstream classroom teachers, bilingual education program administrators can work toward the goal of creating effective schools where the educational progress of the language minority students is the concern of all building staff.

To help ensure that the bilingual education program is an integral part of the school's activities, program directors and staff in Ohio do the following:

- Arrange for bilingual education teachers to be supervised and evaluated by the principal of the building in which they teach.
- Provide workshops for building principals and non-program personnel on second language acquisition by language minority students.
- Coordinate the involvement of all concerned staff (for example, bilingual instructors, English as a second language (ESL) teachers, mainstream classroom teachers, instructional aides, building principals), as well as of parents, in the process of entering students into bilingual programs and exiting them from the program when they are ready to be mainstreamed.

Utilizing Community Resources

Bilingual education program directors and staff members need to make a special effort to take advantage of existing community resources as a strategy for building capacity and commitment for their programs The following are examples of how some Ohio school districts have taken advantage of available resources:

- In one district, bilingual tutors are provided by the international institute of a local university.
- In another district, arrangements are made with the local university to bring in professional international artists (in the fields of dance, song, and drama) to present programs for the bilingual education students. In addition, the same university provides financial support for computer programs that are used in the instruction of language minority students.
- In some districts, program staff cooperate with local health clinics, hospitals, and social services agencies to provide services that minority language family members might need.

Building Level

Whether or not a bilingual education program and the students it serves are successfully integrated into the day-to-day operations of a school ultimately depends on the building principal and his/her staff. We have already shown how one school principal is using effective schools model in an effort to create an environment where **all the staff** take responsibility for the educational progress of **all the students.**

However, we also realize that there are a number of school principals who, although not involved in the implementation of a formal effective schools program, are making special efforts to incorporate the bilingual education program and language minority students into the overall school plan. For this reason, we have interviewed several principals of schools that are presently implementing bilingual education programs, and we have asked them to describe specific steps that they and their teaching staff have taken to insure the success of both the program and the language minority students. The principals we chose to interview were recommended as being representative of administrators who have high expectations for the language minority students in their school, and who believe that bilingual education can be an effective strategy for promoting the students' educational excellence.

From our discussions with the principals, we found that the strategies could be grouped into four categories:

1. Give language minority students the same status as other students.
2. Create a team spirit among all school staff.
3. Involve parents and other community members.
4. Monitor the program on a continuous basis.

As can be noted, these **strategies are consistent with the characteristics of effective schools** that were discussed in the previous sections. In the following paragraphs is a description of some of the specific strategies that the building principals and their staff use to promote academic excellence among all students, including LEP students.

GIVING LANGUAGE MINORITY STUDENTS THE SAME STATUS AS OTHER STUDENTS

Specific strategies in this category as reported by the principals include the following:

- Give monolingual English-speaking children the opportunity to learn about the native language of their language minority peers.

  In one school, native English-speaking students participate along with the Spanish-speaking students in daily instruction in Spanish. Up to two hours a day of instruction in reading, mathematics, and language arts is provided on a rotating basis. Thus, all the students in the school have the chance to develop their bilingual skills.

  In another school, all native English-speaking students are introduced to a different language and culture each year, so that after six years in elementary school, students know something about their peers who speak Malay, Spanish, Hausa, Arabic, Mandarin Chinese, and Thai.

- Establish programs in which language minority students and their families can demonstrate their talents and display artifacts respresenting their cultural heritage.

  In one school, a "Rainbow of Nations" week includes demonstrations of diverse art forms, athletic contests, music, and dance.

  In other schools, assemblies are held that feature the cultural heritage of the language minority students.

- Legitimize the specialized English courses that language minority students take.

  In some schools, high school credits and Carnegie Units are given to students who complete English as a second language (ESL) courses.

- Emphasize that language minority students have the potential to achieve educational excellence.

  Language minority students are included in events such as "Career Day" to demonstrate that going to college can be an option for **all** students.

- Make language minority students feel wanted in the school.

  The isolation of language minority students is avoided in some schools by having them participate in as many classroom and extracurricular activities as possible with other students.

  Some principals plan school activities that show language minority students that they are not only wanted, but also considered as an asset to the school.

CREATING A TEAM SPIRIT AMONG ALL SCHOOL STAFF

The principals reported using the following strategies that pertain to this category:

- Arrange for both bilingual education instructors and mainstream classroom teachers to be involved in the setting of schoolwide academic and extracurricular goals for all students. (We have already described how this kind of group decision making is an essential ingredient in Ohio's Effective Schools Model.)

  In one school, the principal makes a special effort to include the bilingual education staff in **all** phases of the school's operations, not just the activities that involve the bilingual education component.

  In another school, bilingual aides also work as active team members in the planning and implementation of instructional strategies.

- Provide opportunities for constant and frequent rapport to take place among bilingual education staff members and mainstream classroom teachers.

  In one school, **all** staff members are expected to participate in committees related to school activities.

- Strive to generate a positive concept of bilingual education programs among all the staff.

  One principal hires as classroom teachers persons who are both competent in working with language minority students, and who are in agreement with the goals of bilingual education.

In some schools, inservice training on strategies for helping language minority students are offered to both **bilingual education staff members and mainstream classroom teachers.**

INVOLVING PARENTS AND OTHER COMMUNITY MEMBERS

Among specific steps taken by building staff to involve parents and other community members in the school's activities are the following:

- Keep parents informed of school-related events.

  Some schools provide bilingual aides to help non-English speaking parents participate in PTO meetings.

  Also, printed information about school activities are translated into the native language of non-English speaking families.

- Provide opportunities for parents to participate actively in both academic and cultural aspects of school programs.

  In some schools, parents and community members from different cultural backgrounds are invited to share information about their customs with the students.

  Parent advisory councils are established to provide the principal and teachers with feed-back related to bilingual program.

  In several schools, arrangements are made for parents and other community members to serve as volunteer tutors for the language minority students.

MONITORING THE PROGRAM ON A CONTINUING BASIS

In this category, the principals reported using the following specific strategies:

- Carry out periodic evaluation of both students' academic progress and the program's success or failure in meeting stated goals.

  Ongoing, systematic formal and informal testing of language minority students is an integral part of most programs. Both bilingual staff members and mainstream classroom teachers are involved in these assessments.

  In one school, research plays a key role in making judgments about the effectiveness of bilingual instructional strategies in making adjustment to the program.

- Advertise the success of the students and of the program.

  In one school, where 95% of the student population comes from homes with incomes at or below the current poverty level, the principal publicizes that the students involved in the school's two-way bilingual education program have made greater gains in standardized tests than students in neighboring schools without such a program.

  In another school, research studies carried out indicate that language minority students who participate in the bilingual education program score above the national norm on standardized achievement tests.

CONCLUSION

In this document, we have proposed the goal of building capacity and commitment for bilingual education programs through the creation of effective schools where all staff members take responsibility for the success of the bilingual education program and the academic achievement of language minority students. We have discussed the characteristics of effective schools in general, and of effective schools with bilingual education programs in particular. Finally, since we believe that the establishment and maintenance of effective schools and effective bilingual education programs require the concerted efforts of many people, we have examined ways in which persons working at the state, district, and local school building levels can contribute to the achievement of this goal. We hope that the sharing of this information will serve as a catalyst for both reflection and action on the part of persons charged with the responsibility of helping language minority students realize their full educational potential.

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